

# OFFICIAL COMMUNITY PLAN Annual Review 2016



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 City of Victoria Official Community Plan – 2016 Annual Review

 Prepared By:
 City of Victoria – Sustainable Planning and Community Development Department Community Planning Division

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#### For More Information

 Contact Details:
 City of Victoria

 Sustainable Planning and Community Development Department – Community Planning Division

 1 Centennial Square

 Victoria, BC V8W 1P6

 E communityplanning@victoria.ca

 T 250.361.0382

 www.victoria.ca

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### Introduction

The purpose of the Official Community Plan (OCP) Annual Review is to provide an annual snapshot of progress towards achieving the OCP, which Council approved in July 2012. The OCP Annual Review 2016 is the fourth annual review and presents key indicators related to the OCP for the 2016 calendar year. Data collected in future years will allow progress to be measured as the indicators show trends over time.

The preparation of the Annual Report is guided by the OCP, which establishes a regular cycle of plan implementation, monitoring and adjustment as part of an adaptive management approach. More details regarding the OCP monitoring program were outlined in the Annual Review 2013, approved by Council in December 2013.

The Annual Review will be used to help identify emerging trends and issues that may have an impact on the OCP and to inform potential changes to the OCP and other policies, plans or practices.

The Annual Review indicators are focused primarily on land management and development, and are limited to those where data is available on an annual basis. A more comprehensive monitoring report will be produced approximately every five years, as resources allow, and provide a more complete review of progress towards achieving the OCP. These reports will feature an extensive list of indicators, covering all topics in the OCP.



#### **KEY MONITORING FINDINGS**

Several indicators have experienced changes worth noting in the 2016 calendar year. These include:

- > Exceeded targets for regional share of new housing
- Distribution of new housing units between growth target areas generally following OCP targets, but with a lower share of units in and within walking distance of Town Centres and Large Urban Villages than envisioned
- New All Ages and Abilities Bicycle Network adopted by Council and construction started on Victoria's first two-way protected bike lanes
- Greater vibrancy through increased number of activities in public spaces, particularly noteworthy increase in mobile food vendors
- Decrease in vacancy rates for industrial (2.6%), downtown office (6%), citywide retail (4.4%) and Downtown street front (5.5%)
- Significant public amenity contributions, particularly to the Downtown Heritage Building Seismic Upgrade Reserve Fund

### Victoria's Official Community Plan

#### BACKGROUND

An *Official Community Plan* (OCP) is one of the most important guiding bylaws for a community. Victoria's current OCP was adopted by Council in July 2012 after two and a half years of public consultation with more than 6,000 people.

Guided by the *Local Government Act*, an OCP is a set of high-level objectives and policies that guide land use planning; social, economic and environmental policies; and civic infrastructure investments. Victoria's OCP provides direction for growth and change over the next 30 years, guiding Victoria to become a more sustainable community. Victoria's OCP encourages a strong downtown core and a network of vibrant walkable villages and town centres. It also emphasizes sustainable transportation and a greater range of housing options.

#### RELATIONSHIP TO THE OCP IMPLEMENTATION STRATEGY

The OCP Implementation Strategy, approved by City Council in September 2013, identifies 174 different actions to achieve the OCP. For each action, the OCP Implementation Strategy lists the responsibility, funding status, time frame and how it supports other priorities of the organization. At the time the OCP Implementation Strategy was created, it was intended that the status of implementation actions be reported as part of future OCP Annual Reviews. Since that time, OCP implementation actions supporting the 2015-2018 Strategic Plan and 2016 Operational Plan have been (and will continue to be) reported on a quarterly basis. In future OCP Annual Reviews, particularly at milestone years (i.e. the Five-Year Monitoring Report), staff can highlight outstanding or upcoming OCP implementation items to inform priority setting by Council in following years.





The following list presents those targets identified in the OCP, along with the frequency with which their progress can be measured:

#### LAND MANAGEMENT AND DEVELOPMENT

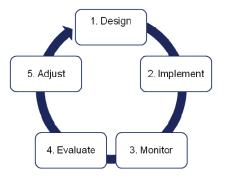
> Victoria accommodates a minimum of 20,000 additional residents from 2011 to 2041	Measured every 5 years
> The Urban Core accommodates a minimum of 10,000 additional residents from 2011 to 2041	Measured every 5 years
> Victoria accommodates a minimum of 20% of the region's cumulative new housing units to 2041	Measured annually
> The Urban Core accommodates a minimum of 10% of the region's cumulative new housing units to 2041	Measured annually
> A minimum 90% of all housing units are within 400 metres of either the Urban Core, a Town Centre or an Urban Village by 2041	Measured every 5 years
TRANSPORTATION	
> At least 70% of journey to work trips by Victoria residents take place by walking, cycling and public transit by 2041	Measured every 5 years
> A minimum of 60% of all trips by Victoria residents take place by walking, cycling and public transit by 2041	Measured every 5 years
> A minimum of 99% of Victoria residents live within 400 metres of a transit stop by 2041	Measured every 5 years
CLIMATE CHANGE AND ENERGY	
> Victoria's greenhouse gas emissions are reduced by a minimum of 33% below the 2007 levels by 2020	Measured every 5 years
ECONOMY	
> Victoria accommodates a minimum of 20% of the region's new employment by 2041	Measured every 5 years
> Victoria's employment has increased by a minimum of 10,000 jobs by 2041	Measured every 5 years
FOOD SYSTEMS	
> A minimum of 90% of residents are within 400 metres of a full service grocery store by 2041	Measured every 5 years
> All organic food waste generated within Victoria is diverted from the regional landfill by 2041	Measured every 5 years

### Monitoring the Official Community Plan

#### **OVERVIEW**

A community's ability to prepare and respond to change is an indication of its resiliency and sustainability. The OCP is based on an adaptive management approach, where an institution learns from implementation successes and failures in order to improve subsequent policies and actions over time. A regular system of review, monitoring and adjustment will measure progress towards achieving the OCP's long-term goals and objectives and ensure that the OCP responds to emerging trends, issues, and opportunities.

#### OCP ADAPTIVE MANAGEMENT FRAMEWORK



Source: Policy 22.1, City of Victoria Official Community Plan, 2012

#### MONITORING REPORTS

The OCP Monitoring Program will produce two different reports\*:

- 1. An Annual Review, presenting a snapshot of implementation progress and reporting on key annual indicators
- 2. A Five-Year Monitoring Report containing a comprehensive set of indicators and evaluation of implementation progress

#### **INDICATOR CRITERIA**

The OCP monitoring program collects data for nearly 100 indicators. Seventeen of these indicators are measured on an annual basis with the remaining indicators measured approximately every five years. The list of indicators will be reviewed regularly. New indicators may be added and others may be adjusted or removed.

The indicators were selected with close attention to existing City monitoring initiatives. The final indicators were chosen based on the following criteria:

Criteria	Description
Meaningful	Does the indicator provide useful and relevant information about reaching OCP goals and objectives?
Readily available	Is the data needed to measure the indicator readily available? If not, can a new system to measure the indicator be easily set up? Is the indicator reported on a regular basis?
Outcome-oriented	Does the indicator measure results and not just the resources invested?
Reliable	Are the methods used to measure the indicator standardized and reliable? Is the data of a good quality?
Accepted	Is the indicator seen by other municipalities as a valid, reliable and verifiable measure?
Spatial	If possible, is the indicator spatially-oriented and able to be mapped?

\*OCP policies 22.3, 22.7, 22.9, 23.1 – 23.8 provide more detailed guidance for the OCP Monitoring Program and reporting.

#### ANNUAL INDICATORS

The following indicators are measured on an annual basis and reported in the OCP Annual Review:

OCP Section	Annual OCP Indicators
Land Management	1. New housing units
and Development	2. Share of new housing units in growth target areas
	3. Regional share of new housing units
	4. New commercial and industrial space in target areas
Transportation and	5. Improvements to Greenways network
Mobility	6. Improvements to sidewalk network
	7. Improvements to cycling network
Infrastructure	8. Improvements to underground infrastructure
Placemaking	9. Activities in public spaces
Parks and	10. New trees on City lands
Recreation	
Housing and	11. New housing units by tenure
Homelessness	12. New housing units by type
	13. Rental housing vacancy rate
	14. Emergency shelter use
Economy	15. Retail, office and industrial vacancies
Plan Administration	16. Official Community Plan amendments
	17. Contributions from development

#### **FIVE-YEAR INDICATORS**

The OCP Five-Year Monitoring Report will include indicators that cover all topic areas in the OCP. The final selection of five-year indicators will be based on resource availability and the quality of the data. For a list of proposed five-year indicators, see Appendix A.

### **Trends and Issues**

One of the objectives of the Annual Review is to identify observable trends from the findings of the monitoring program. The Annual Review also aims to recognize other emerging issues, new knowledge and information that may be relevant to the implementation of the OCP. This information will be used to review and update relevant policies and practices in a coordinated and timely manner.

#### **KEY MONITORING FINDINGS**

This report presents data from the 2016 calendar year, which can be compared to the data from 2012 to 2015 to begin to understand if trends are developing. However, most of the OCP indicators do not yet show conclusive trends within this limited time frame. Additional data added in future years will allow more thorough analysis of trends as they develop.

Several indicators have experienced changes worth noting in the 2016 calendar year. The following is a high level summary of several targets:

- Exceeded targets for regional share of new housing: The regional share of new housing units applied for in the City as a whole has continued to exceed targets every year since 2012. In 2016, 36% of new housing in the region was within the City of Victoria, and 24% of units were in the City's Urban Core, both of which are higher than the targets (20% in City, 10% in Urban Core).
- Distribution of new housing units between growth target areas generally following OCP targets, but with a lower share of units in and within walking distance of Town Centres and Large Urban Villages than envisioned: Of the new units applied for in 2012-2016, 65% were in the Urban Core; 21% were in or within walking distance of a Town Centre or Large Urban Village; and 14% were located in a Small Urban Village or the remainder of the residential areas. In order to meet the 2041 targets, a greater share of future units would have to go to the areas in and around Town Centres and Large Urban Villages where the target is to have 40% of the growth.
- New All Ages and Abilities (AAA) Bicycle Network adopted by Council and construction started on Victoria's first two-way protected bike lanes: The new AAA Bicycle Network is a key step towards the goal of



increasing the proportion of people in Victoria who choose to travel by bicycle. By the end of 2018, Victoria will have 5.4 km of protected bike lanes in the downtown core close to shops, services and workplaces. The next step will then be to improve bicycle connections to the surrounding municipalities.

- > Greater vibrancy through increased number of activities in public spaces, particularly noteworthy increase in mobile food vendors: The number of permits issued for activities in public spaces is continuing to increase. These activities, including markets, festivals and street vending, help make streets and neighbourhoods lively and vibrant. They also generate economic activity and contribute to the city's arts and cultural life.
- Decrease in vacancy rates for industrial (2.6%), downtown office (6%), city-wide retail (4.4%) and Downtown street front (5.5%): Vacancy rates for both retail, offices and industrial properties went down in 2016, all after seeing a peak sometime in the previous three years (compared to the 2012 baseline).
- Significant public amenity contributions, particularly to the Downtown Heritage Building Seismic Upgrade Reserve Fund: As of end of year 2016, there is a total of \$151,034.44 in the Downtown Core Area Public Realm Improvement Fund, and \$87,708.94 in the Downtown Heritage Building Seismic Upgrade Reserve Fund.

#### EMERGING TRENDS AND ISSUES

As more data is collected over the next few years, this section will provide a summary of any emerging trends, issues or new information that may have an impact on the implementation and success of the OCP.

### **OCP** Indicators

The indicators presented in this report are based on data for the 2016 calendar year, except where noted. Results from earlier years were included for some indicators where the data was available. In many cases, this data was not available and it will be several years before conclusive trends can be determined.

Many of the OCP indicators in this report were first measured for the 2012 baseline year. This has meant finding reliable data sources and developing standard methods to collect and analyze the data. The monitoring methods for some indicators are still under development and these results will be reported in future OCP Annual Reviews. Those annual indicators are shown in the table at right.

Note: Unless otherwise noted, all data is provided by the City of Victoria.

Indicator	Details
1. New housing units	Will be expanded to include new housing units completed, through Development Database Project (in progress)
2. Share new housing units located within target areas	Will be expanded to include new housing units completed, through Development Database Project (in progress)
<ol> <li>Regional share of new housing units</li> </ol>	Will be expanded to include new housing units completed, through Development Database Project (in progress)
<ol> <li>New commercial and industrial space in target areas</li> </ol>	Under development, as part of Development Database Project (in progress)
5. Greenways network	Will be expanded in the future to measure the percentage of the Greenways network that is complete
11. New housing units by tenure	Will be expanded to include new housing units completed, through Development Database Project (in progress)
12. New housing units by structure type	Will be expanded to include new housing units completed, through Development Database Project (in progress)
17. Contributions from development	Some data is currently reported, but this indicator is under development, as part of Development Database Project (in progress).

# New Housing Units

#### WHAT IS BEING MEASURED?

This indicator measures the number and geographic distribution of net new housing units in the City of Victoria. Net new housing units are calculated from building permits at time of application. The number of housing units that will be lost (through demolition) are subtracted from the number of housing units that will be gained.

#### WHY IS THIS INDICATOR IMPORTANT?

Victoria is anticipated to grow by a minimum of 20,000 people over the next 30 years. This indicator measures how well the new housing supply is meeting the projected demand.

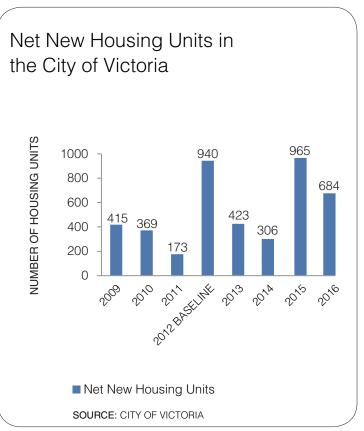
TARGET/DESIRED TREND: increase sought

HOW ARE WE DOING?

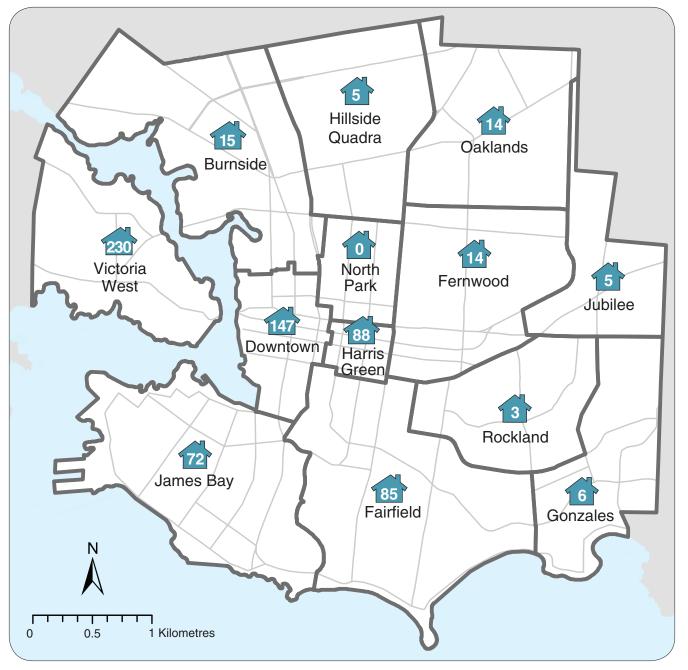
A total of 684 net new housing units were applied and approved for construction in 2016. The neighbourhood with the largest number of housing units applied for was Victoria West, followed by Downtown and Harris Green (MAP 1).

In total, this represents 281 net new housing units less than the previous year, and 256 units less than the 2012 baseline.

Building permit records indicate that 49 units were lost due to demolition or alteration in 2016, with Fairfield seeing the highest number of units lost (9) followed by Gonzales (7) and Jubilee (7). These were mainly permits for demolition of detached dwellings. This figure is also lower than in 2015 (60 units) and 2014 (55 units), but higher than the number of units lost in 2013 (48 units) and 2012 (36 units).



**Note:** New housing units are calculated from building permits at time of application.



#### MAP 1:

## Net New Housing Units by Neighbourhood

2016 Total Net New Housing Units in Victoria = 684

**Note:** Net new housing units are calculated from building permits at time of application. The number of housing units that will be lost (through demolition) are subtracted from the number of housing units that will be gained.

## Share of New Housing Units in Growth Target Areas

#### WHAT IS BEING MEASURED?

This indicator measures the annual share of new housing units located in the OCP's growth target areas. Housing growth is measured in three different target areas:

- 1) the Urban Core
- 2) located in or within walking distance (400 m) of a Town Centre or Large Urban Village
- 3) Small Urban Villages and the remainder of residential areas

Housing units are calculated from building permits at time of application, and categorized by OCP target growth areas.

#### WHY IS THIS INDICATOR IMPORTANT?

The OCP designates certain areas of the city for accommodating new population and associated housing growth. The Urban Core should accommodate 50% of the population growth, and areas in and near Town Centres and Large Urban Villages should accommodate 40% of the growth. Remaining growth is targeted for Small Urban Villages and other residential areas (10%). Concentrating housing and population growth in certain areas can provide the critical population mass to support better transit, local businesses, more efficient use of infrastructure, and better use of cycling and pedestrian facilities. It also reduces pressure on other residential parts of Victoria, where change is less desirable. A large share of Victoria's housing growth will be concentrated downtown to support the development of a strong urban core that retains its predominant role in the regional economy.

#### TARGET/DESIRED TREND:

 To accommodate at least 20,000 new residents and associated housing growth over the next 30 years in the following approximate proportions: 50% in the Urban Core; 40% in or within close walking distance of Town Centres and Large Urban Villages; and 10% in Small Urban Villages and the remainder of residential areas

#### HOW ARE WE DOING?

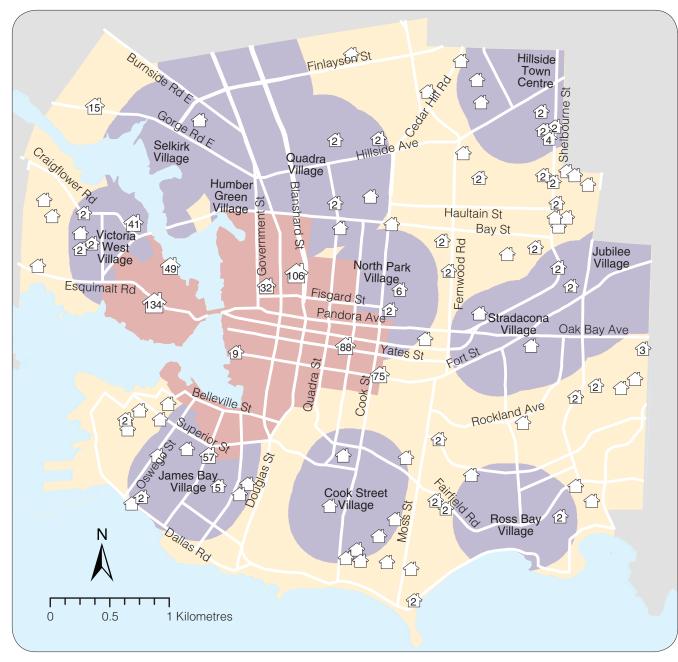
In 2016, the majority of development occurred in the Urban Core (67%), with 22% of development within walking distance of Town Centres and Large Urban Villages and 11% in Small Urban Villages or the remainder of residential areas (MAP 2).

As seen below, the distribution has varied from year to year, and looking at the cumulative numbers since the targets were established in 2012 gives the best idea of how we are doing so far. Of the new units applied for in 2012-2016, 65% were in the Urban Core; 21% were in or within walking distance of a Town Centre or Large Urban Village; and 14% were located in a Small Urban Village or the remainder of the residential areas.

If this trend were to continue until 2041, the City would see a higher proportion of development in the Urban Core than the target as stated in the OCP, as well as a slightly higher proportion in Small Urban Villages and remainder of residential areas, while areas in and around Town Centres and Urban Villages would see less development than intended.

Share of New H	Share of New Housing Units in Growth Target Areas							
Growth Area	2012	2013	2014	2015	2016	2012-2016 Cumulative	Target for 2041	
Urban Core	73%	33%	33%	81%	67%	65%	50%	
In or within walking distance of a Town Centre or Large Urban Village	17%	28%	48%	12%	22%	21%	40%	
Small Urban Village or the remainder of the residential areas	10%	39%	19%	7%	11%	14%	10%	

SOURCE: CITY OF VICTORIA



#### MAP 2:

## New Housing Units in Target Growth Areas

- New Housing Unit (single unit)
- Hew Housing Unit (# of units)
- Urban Core 493 units (67%)
- 400m walking distance from
   Town Centres/Large Urban Villages –
   163 units (22%)
- Small Urban Villages and remainder of residential areas 77 units (11%)

**Note:** New housing units are calculated from building permits at time of application.

SOURCE: CITY OF VICTORIA

## **B** Regional Share of New Housing Units

#### WHAT IS BEING MEASURED?

This indicator measures the annual share of new housing units throughout the Capital Regional District that are located in the City of Victoria. It shows the share of the regional total that was in: 1) the City of Victoria as a whole, and 2) Victoria's Urban Core. New units are calculated from building permits at time of application.

#### WHY IS THIS INDICATOR IMPORTANT?

An increased share of new housing units within Victoria's Urban Core has potential impacts for the whole region: more efficient use of infrastructure and facilities, better access to transit services, decreased air pollution, less reliance on car travel, and less development pressure on agricultural and other rural lands. Within Victoria, encouraging new housing growth within the Urban Core will support the economic vibrancy of downtown and ensure that it retains its predominant role in the regional economy.

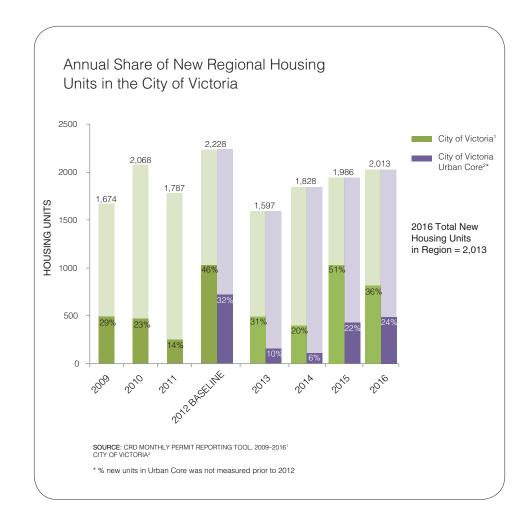
#### TARGET/DESIRED TREND:

- Victoria accommodates a minimum of 20% of the region's cumulative new housing units to 2041
- > The Urban Core accommodates a minimum of 10% of the region's cumulative new housing units to 2041

#### HOW ARE WE DOING?

In 2016, Victoria accommodated 36% of the region's new housing units, while the Urban Core accommodated 24%.

The cumulative figures for 2012-2016 meet or exceed the targets for 2041. From 2012-2016, 37% of new units in the Capital Regional District were within the City of Victoria; 24% of the new units in the Capital Regional District were within Victoria's Urban Core.



## A New Commercial and Industrial Space

#### WHAT IS BEING MEASURED?

This indicator will measure the amount of new commercial and industrial floor area that is approved on an annual basis.

#### WHY IS THIS INDICATOR IMPORTANT?

A strong economic base is an essential component of a complete community. A diverse economy, including industrial, commercial and office sectors, not only provides increased stability, but also offers citizens the opportunity to access goods and services locally. The OCP focuses new employment growth in the Urban Core, Town Centres, in employment districts and along corridors served by frequent and rapid transit. New office development will be concentrated downtown to support the development of a strong downtown core that retains its predominant role in the regional economy. Outside of downtown, the concentration of employment growth in certain areas will maximize the use of municipal infrastructure, develop densities that allow for district energy, reduce commercial traffic, as well as increase the use of public transit by employees. Concentrating new employment growth in certain areas will also preserve the traditional residential character of other parts of the city.

TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

Data collection methods for this indicator are under development.

# **Greenways Network**

#### WHAT IS BEING MEASURED?

This indicator measures the length of the Greenways network that is added or receives major upgrades on an annual basis. It also measures the total length of Greenways that have been added or upgraded since the inception of the *Greenways Plan* in 2004. This indicator will be expanded in the future to measure the percentage of the identified Greenways network that has been completed.

#### WHY IS THIS INDICATOR IMPORTANT?

Victoria's Greenways network encourages active transportation, recreation, and the restoration of native and aquatic habitat and places of cultural importance. The OCP encourages completing the Greenways network to the standards in the *Greenways Plan*, including features such as street trees and wayfinding. The OCP also supports using the Greenways network to link the Urban Core, Town Centres and Urban Villages with common destinations such as major parks, places of employment, schools, and recreational and cultural attractions.

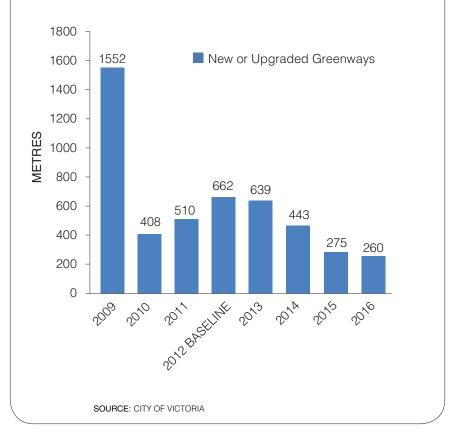
TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

The total length of the identified Greenways network measures 99.6 kilometres (MAP 3). A total of 260 metres of the Greenways network was added or upgraded\* in 2016. Improvements included enhancements to Doncaster Green, better access to Gonzales Beach, and new sidewalk along Pembroke Street between Belmont Avenue and Forbes Street. Since 2004, a total of 9.86 kilometres have been added or upgraded.

The total length of the Greenways network added or improved in 2016 was lower than the previous seven years.

#### Annual Greenways Network Improvements



\* Upgrades include additions such as drainage improvements, pavement replacement, sidewalk improvements, new turf, bollard installation, and signage installation.



#### MAP 3:

#### Improvements to Greenways Network (2004–2016)

- Greenway Improvements (2016)
- Greenway Improvements (2004 2015)
- Designated Greenway

Length of new or major upgrades to Greenways network (since 2004) – 9.86 km

Total length of designated Greenways network (2016) – 99.6 km

SOURCE: CITY OF VICTORIA

# 6 Sidewalk Network

#### WHAT IS BEING MEASURED?

This indicator measures the length of the sidewalk network that is added or receives major upgrades on an annual basis. It also measures the total length of sidewalks that have been added or upgraded since the inception of the *Pedestrian Master Plan* in 2009. New sidewalks are added where no sidewalk existed previously; a major upgrade includes work such as widening the sidewalk or making other improvements for pedestrians. The indicator was expanded this year to measure the percentage of City blocks that have a sidewalk.

#### WHY IS THIS INDICATOR IMPORTANT?

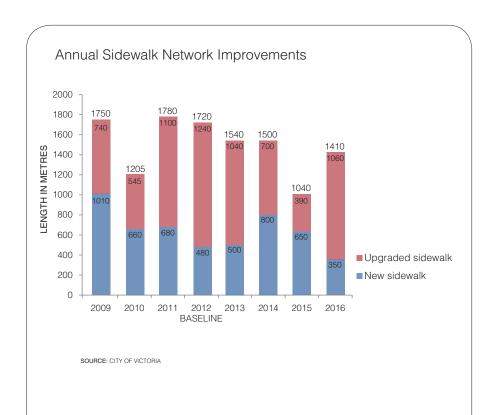
Creating walkable, pedestrian-friendly neighbourhoods is a central focus of Victoria's OCP. Pedestrians are the top priority in future transportation planning. Walkability has many benefits for air quality, the reduction of greenhouse gases, public health and the life and vitality of neighbourhoods. A continuous, high quality sidewalk network is important in making a street comfortable, safe and inviting for pedestrians.

TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

The total length of the designated sidewalk network is approximately 525 linear kilometres. In 2016, 0.35 kilometres of new sidewalks and 1.06 kilometres of upgraded sidewalks were added to Victoria's sidewalk network, for a total of 1.41 linear kilometres.

The percentage of City blocks that have a sidewalk is 88.63%.



Total length of designated sidewalk network (2016): approx. 525 km Total length of completed sidewalk network (2016): 465.3 km Length of new or major upgrades to sidewalk network (2009–2016): 11.9 km Percentage of City blocks with a sidewalk: 88.63%

# Cycling Network

#### WHAT IS BEING MEASURED?

This indicator measures the length of the cycling infrastructure that is added or receives major upgrades on an annual basis. It also measures the total length of cycling infrastructure that has been added or upgraded since the inception of the Bicycle Master Plan in 1995. Cycling infrastructure includes off-street multiuser trails, on-street painted cycling lanes, on-street separated cycling lanes, on-street signed cycling routes and combined bus/bike lanes.

#### WHY IS THIS INDICATOR IMPORTANT?

Victoria's compact size and mild climate make it well-suited for cycling, a cost efficient, low-carbon mode of transportation. The OCP encourages the expansion of cycling infrastructure (such as bike lanes and bicycle parking) in order to manage existing roadway capacity, reduce parking demand, and provide affordable, safe and convenient ways to travel. Cycling routes that connect to shops, services, schools and workplaces is an important way to support multimodal transportation options for residents and businesses.

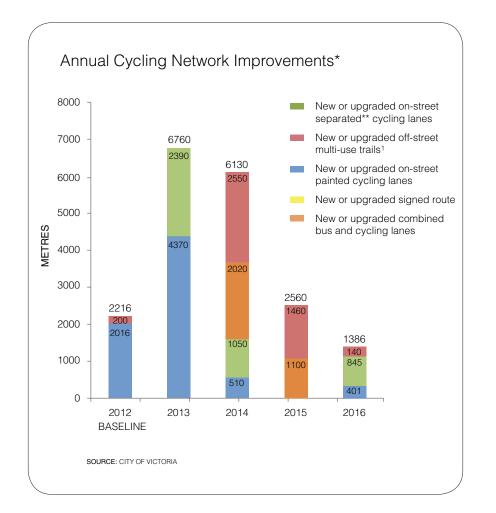
TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

In 2016 the City made improvements to 1.39 km of the bicycle network. These improvements included 845 m of cycling lanes separated by a painted buffer and 401 m of standard painted cycling lanes on Johnson Street. A further 140 m of (bi-directional) multi-use pathways were also added in Doncaster Green.

After extensive planning, consultation and engagement, a new All Ages and Abilities (AAA) Bicycle Network was adopted in 2016. This process included conceptual designs for a network of protected bike lanes and shared neighbourhood bikeways connecting the downtown core with village centres.

Construction of the City's first two-way protected bike lane started in 2016 on Pandora Avenue. Design for a two-way protected bike lane on Fort Street was also initiated in 2016. Both of these projects will be reported in future OCP Annual Reviews once they are completed. For more information please visit www.victoria.ca/cycling.



\*For bi-directional routes, the distance for both directions are added to make up the total length of improvements.

\*\*On-street separated cycling lanes are separated from roads and sidewalks by parked cars, bollards, physical barriers, or painted buffer areas.



#### SOURCE: CITY OF VICTORIA

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Official Community Plan Annual Review 2016 CITY OF VICTORIA

#### **MAP 4**:

#### Improvements to Cycling Network (1995–2016)

- On-street cycling lane (1995 2016)
- Off-street multi-use trail (1995 2016)
- Signed cycle route (1995 2014)

Total lane length of off-street multi-use trail (2016): 8.5 km<sup>1</sup>

Total lane length of improvements (to date) to on-street cycling lanes (2016): 45.5 km

Total length of signed cycling routes (2016): 41 km

<sup>1</sup>Map and diagram reconciled in 2016



#### WHAT IS BEING MEASURED?

This indicator measures the length of water, stormwater and sanitary sewer mains that are replaced or rehabilitated on an annual basis. It also measures the total length of each network. Rehabilitation includes physical improvements such as the relining of pipes in order to extend the life of the infrastructure.

#### WHY IS THIS INDICATOR IMPORTANT?

Underground infrastructure for drinking water, stormwater and sanitary sewers are vital to the economic, environmental and public health of a community. The location, condition and capacity used in these systems can influence development patterns. Like many municipalities across the country, Victoria is challenged with repairing and replacing aging infrastructure, while meeting new population and employment growth over the next 30 years. The OCP encourages improvements to water, stormwater and sanitary sewer systems and services to meet current and future demand. At the same time, it identifies the need to continue to make physical improvements to existing infrastructure. The OCP focuses population and employment growth in the Urban Core, Town Centres and Urban Villages in order to make use of existing infrastructure, and minimize the need for new infrastructure.

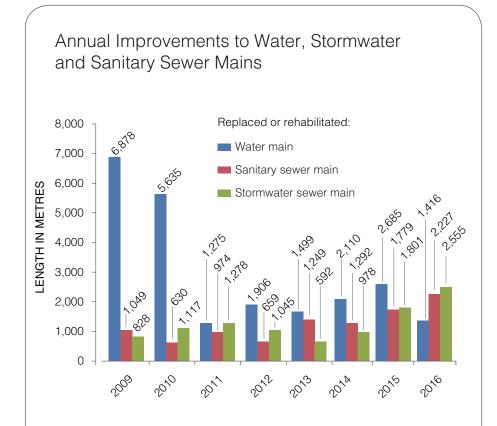
#### TARGET/DESIRED TREND: increase sought\*

#### HOW ARE WE DOING?

The total length of the water main network is 330.7 kilometres, the total length of the sanitary sewer network is 236.1 kilometres, and the total length of the stormwater sewer network is 256.3 kilometres.

In 2016, 1,416 metres of the water main network were replaced or rehabilitated. This was less than the previous year (2015) which saw the highest numbers since 2009 and 2010 when a significant amount of the steel water main was rehabilitated with the support of external funding. The amount of replaced or rehabilitated sanitary sewer network (2,227 metres) and stormwater sewer network (2,555 metres) were both higher in 2016 than in 2015.

\*An increase is sought in the length of mains that are added or upgraded on an annual basis but, in keeping with OCP direction, not to the total length of the overall network



Total length of water main network (2016): 330.7 km Total length of sanitary sewer network (2016): 236.1 km Total length of stormwater sewer network (2016): 256.3 km

SOURCE: CITY OF VICTORIA

# **9** Activities in Public Space

#### WHAT IS BEING MEASURED?

This indicator measures the number of permits issued for a variety of activities that happen in outdoor and public spaces: markets, block parties, mobile food carts, sidewalk cafes, special events and street entertainers. Special events include festivals, sporting events, rallies and a variety of other public gatherings.

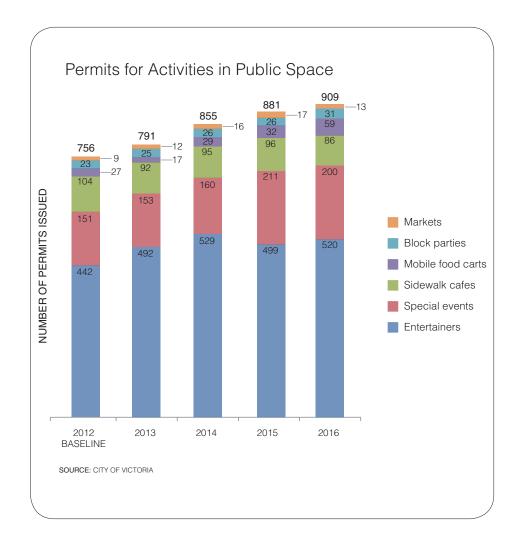
#### WHY IS THIS INDICATOR IMPORTANT?

Activities such as markets, festivals and street vending help make streets and neighbourhoods lively and vibrant. They also generate economic activity, contribute to the city's arts and cultural life, reflect Victoria's unique identity, and help local residents feel more connected to each other. The OCP encourages more outdoor festivals, celebrations, concerts and special events to continue to animate the city's public spaces, streets and parks.

TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

The total amount of permits issued for different activities in public space is continuing to increase, with a total of 909 permits in 2016. Permits for mobile food carts saw a significant increase from previous years, and block parties also continued to increase. The number of permits issued for street entertainers increased compared to 2015 numbers as well but are still lower than in 2014. Special events, sidewalk cafes and markets all saw a slight decline in 2016 compared to the previous years, but with the exception of sidewalk cafes all indicators are higher than the 2012 baseline. Of the total, 57% of the permits were issued for street entertainers (520) and 22% of the permits were issued for special events (200).





#### WHAT IS BEING MEASURED?

This indicator measures the number of net new trees planted on City lands on an annual basis (trees planted minus trees removed). City lands include parks, boulevards and other City-owned public spaces.

#### WHY IS THIS INDICATOR IMPORTANT?

The urban forest provides many ecological and community benefits. Trees reduce stormwater runoff, filter air and water pollution, and provide important habitat for birds, insects and other wildlife. In addition to their beauty, trees protect people from weather, provide privacy and buffer sound. Trees add beauty to public spaces and along roads and sidewalks, making walking and cycling more enjoyable. The OCP aims to enhance the urban forest to continue to support the many benefits that an urban forest provides.

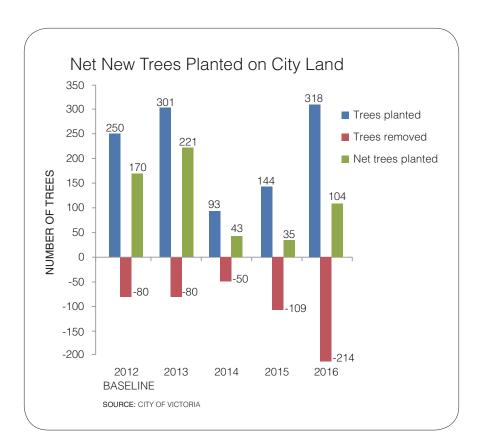
#### TARGET/DESIRED TREND: increase sought

#### HOW ARE WE DOING?

In 2016, 318 trees were planted and 214 trees were removed, for a net total of 104 trees added. The net total is higher than in 2015 (35 trees) but lower than the 2012 baseline (170 trees). Both the number of trees planted and the number of trees removed were significantly higher in 2016 than in the previous two years.

In 2016, the City started to move forward with it's Tree Keeper inventory data system and undertook further assessment on trees which were identified as potentially hazardous. This partly explains why the number of trees removed was relatively high. The City also saw an increase in tree removals related to development in 2016, and while those trees eventually get replaced that typically happens towards the end of a project (up to 2-3 years after removal).

There are a total of 32,857 trees on City lands.





MAP 5:

Total trees on City land (2016)

Trees on City land (2016)

SOURCE: CITY OF VICTORIA

# **New Housing Units by Tenure**

#### WHAT IS BEING MEASURED?

This indicator measures the total number of new rental<sup>1</sup>, strata<sup>2</sup> and fee simple<sup>3</sup> housing units at time of application of building permit on an annual basis. It also measures the new housing units gained by tenure for each neighbourhood. New units are calculated from building permits at time of application.

#### WHY IS THIS INDICATOR IMPORTANT?

Providing a mix of rental and ownership (strata and fee simple) housing is important for building a diverse community. Providing options for rental and ownership housing within the same neighbourhood can accommodate people at a variety of life stages and income levels. The OCP encourages a wide range of housing types, tenures and prices in each neighbourhood. It also aims to maintain and expand Victoria's supply of aging rental housing through upgrades and regeneration.

#### TARGET/DESIRED TREND:

No target

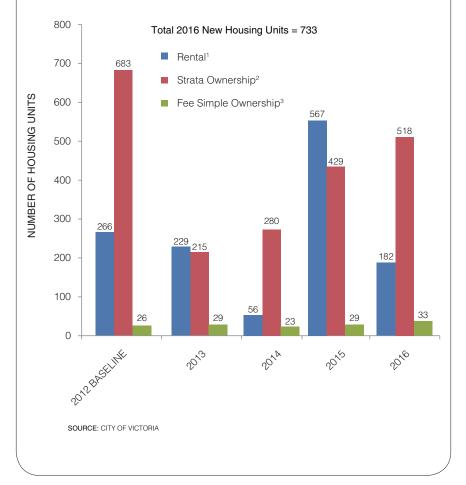
#### HOW ARE WE DOING?

Of the 733 gross new units that were applied for in Victoria in 2016, 25% were identified as rental units, 70% as strata ownership, and 5% as fee simple ownership. Fee simple ownership figures saw a slight increase from last year and are the highest they have been since the 2012 baseline. Strata ownership units are still lower than the 2012 baseline but the upwards trend from 2014 and 2015 is continuing in 2016. Rental figures have dropped down in 2016 again from an unusually high number in 2015, when permits were issued for three buildings which each contained 100+ rental units (in Downtown, Harris Green and Victoria West).

Map 6 shows the distribution of new housing units by tenure across the City. Most new rental housing units were in James Bay followed by Victoria West and Burnside. The majority of new strata units were concentrated in Victoria West, Downtown, Harris Green and Fairfield. As in previous years, fee simple ownership units make up a small proportion of the total new units.

SOURCE: CITY OF VICTORIA

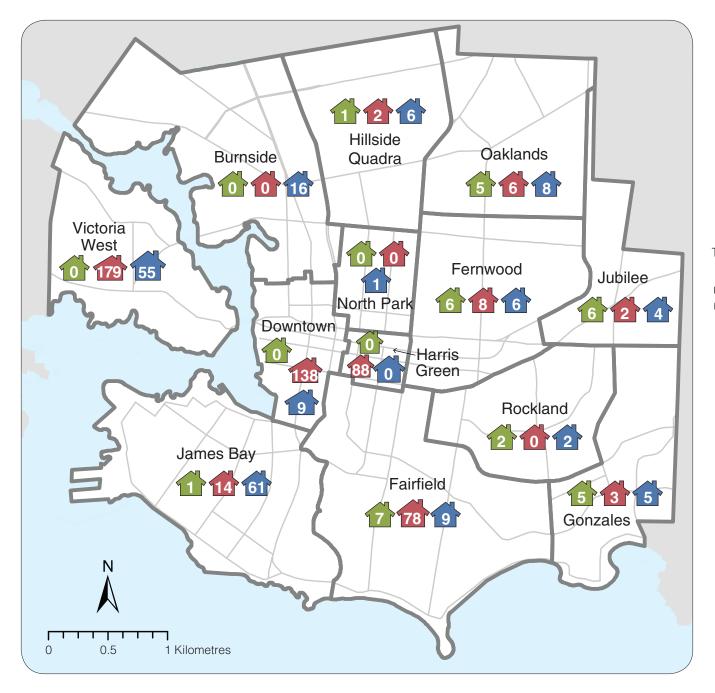
#### New Housing Units Applied for in the City of Victoria by Tenure



<sup>1</sup>Rental: includes purpose-built rental apartments, secondary suites, garden suites

<sup>2</sup>Strata: includes strata duplexes, triplexes and fourplexes; strata townhouses; strata units in apartment, mixed-used and other multi-unit buildings

<sup>3</sup>Fee Simple: includes single family dwellings and non-strata attached houses



### MAP 6: New Housing Units by Tenure



Total 2016 New Housing Units = 733

**Note:** New housing units are calculated from building permits at time of application.

# New Housing Units by Type

#### WHAT IS BEING MEASURED?

This indicator measures the total number of new housing units by type of housing (townhouse, duplex, secondary suites, etc.) on an annual basis. It also measures the number of new housing units by type of housing in each neighbourhood. New housing units are calculated from building permits at time of application.

#### WHY IS THIS INDICATOR IMPORTANT?

The OCP encourages a wide range of housing types to support a diverse, inclusive and multigenerational community. Neighbourhoods with a wide range of housing types – such as townhouses, duplexes, single family dwellings, apartment buildings, special needs housing and secondary suites – can support a diverse population that includes students, families, seniors, group housing, singles or couples. This mix reinforces neighbourhood stability by allowing people to stay in the same neighbourhood throughout different stages of their life. It can also encourage social and economic diversity and different levels of affordability.

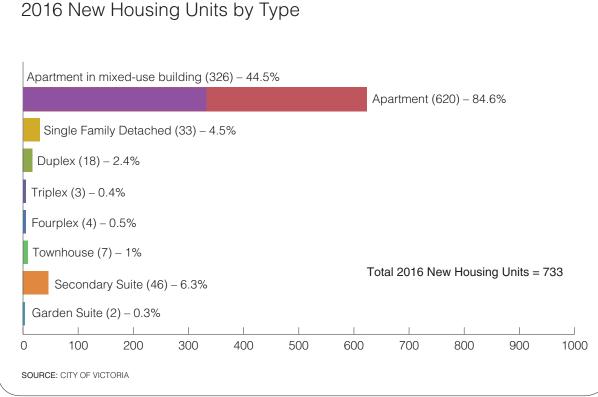
#### TARGET/DESIRED TREND:

No target

#### HOW ARE WE DOING?

While the total number of gross new units (733) were lower in 2016 than in the previous year (1025), the distribution by housing type follows the same pattern of most units being "attached" units with the large majority (84.6%) being apartments, either in all-residential or mixed-use buildings. Other types of attached housing, including duplexes, triplexes, fourplexes, and townhouses, collectively accounted for an additional 4.3% of the new units.

In 2016, 4.5% of new units were single family detached and 6.3% were secondary suites, both numbers slightly higher than in 2015.



Note: New housing units are calculated from building permits at time of application.

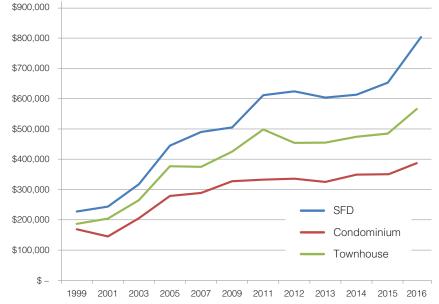
The table on the following page shows that Victoria West had the largest number of apartment units approved (226), followed by Downtown (147) and Harris Green (88). The largest number of single family detached units created were in Fairfield (7), followed by Fernwood (6) and Jubilee (6). Most neighbourhoods had secondary suites with Fairfield having the highest number (8), closely followed by Oaklands (7). 2 garden suites were applied for construction in 2016, these were also in Fairfield and Oaklands.

2016 New Ho	2016 New Housing Units by Type of Housing									
Туре	Apartment	Mixed-use*	Single Family Dwelling	Duplex	Triplex	Fourplex	Townhouse	Secondary Suite**	Garden Suite	New Units
Burnside	15							1		16
Downtown	147	106								147
Fairfield	78	75	7					8	1	94
Fernwood	6		6	2				6		20
Gonzales			5		3			5		13
Harris Green	88	88								88
Hillside Quadra	2		1	2				4		9
James Bay	58	57	1	6			7	4		76
Jubilee			6	2				4		12
North Park								1		1
Oaklands			5	2		4		7	1	19
Rockland			2					2		4
Victoria West	226			4				4		234
Total	620	326	33	18	3	4	7	46	2	733

SOURCE: CITY OF VICTORIA \* Mixed-use: Building that includes both residential and commercial units \*\*Secondary Suite: A legal suite, located within a single family detached house

**Note:** New housing units are calculated from building permits at time of application.

1997 - 2016 Average Sale Prices						
	SFD	Condominium	Townhouse			
1997	\$223,504	\$151,952	\$208,072			
1999	\$227,309	\$168,989	\$186,864			
2001	\$243,445	\$145,131	\$204,144			
2003	\$317,540	\$205,379	\$264,941			
2005	\$445,017	\$278,782	\$376,789			
2007	\$490,000	\$288,850	\$374,900			
2009	\$505,000	\$327,500	\$425,000			
2011	\$611,312	\$332,638	\$498,232			
2012	\$623,775	\$335,629	\$454,150			
2013	\$603,477	\$325,260	\$454,556			
2014	\$612,784	\$349,324	\$473,938			
2015	\$651,810	\$353,409	\$488,861			
2016	\$801,513	\$387,262	\$568,094			



The average price of a single family home in the City of Victoria in 2016 was \$801,513, a 23% increase over 2015 prices. The average price of a condominium was \$387,262 in 2016, a 9.6% increase over 2015 prices. The average price of a townhouse was \$568,094 in 2016, a 16.2% increase over 2015 levels.

The average price is the total dollar value of all properties sold divided by the number of sales.

(SOURCE: VICTORIA REAL ESTATE BOARD MULTIPLE LISTING SERVICE)



#### WHAT IS BEING MEASURED?

This indicator measures the average annual vacancy rate for purpose-built rental housing buildings with three or more units. It does not include the secondary rental market (secondary suites, private condominiums, or other private housing that is rented) which forms an important part of Victoria's rental housing market.

#### WHY IS THIS INDICATOR IMPORTANT?

The demand for rental housing is affected by the combination of employment growth, income levels and migration levels (people moving in and out of the city). In Victoria, the demand for rental housing is also influenced by the high cost of home ownership in the region. The OCP policies encourage an increase in the city's supply of rental housing through upgrades and re-investment, and that a wide variety of housing types, tenures and prices gives residents choice. A balanced rental market would have affordable prices for a diversity of household incomes and a vacancy rate between 2 to 3%.

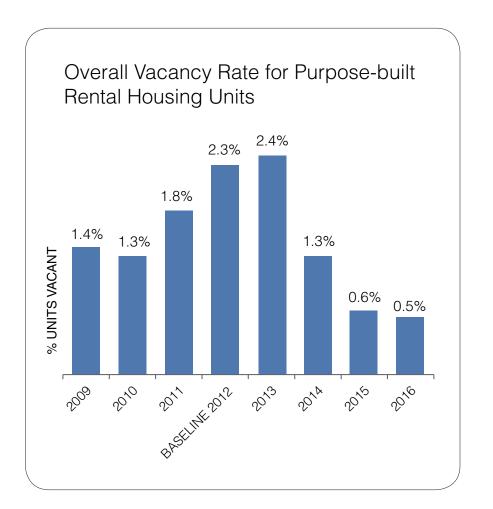
#### TARGET/DESIRED TREND:

2-3% rental vacancy rate

#### HOW ARE WE DOING?

Vacancy rates in the City of Victoria continued to drop slightly from 0.6% in 2015 to 0.5% in 2016. Greater Victoria vacancy rates followed the same pattern and also dropped from 0.6% to 0.5% in the same period. This is still below what is considered a balanced rental market (2 - 3%). In 2016, the national vacancy rate increased to 3.7% from 3.5% in 2015.

The secondary rental market - defined by CMHC as strata condominiums - experienced a 2.2% increase in inventory to 3,195 units in 2016 from 2,906 units in 2015, an increase of 289 units. The vacancy rate for the secondary market rose to 0.7% in 2016, up from 0.4% in 2015. Of the 12,553 condominiums in Victoria, 25.5% of them are in the rental market.



# **14** Emergency Shelter Use

#### WHAT IS BEING MEASURED?

This indicator measures the number of people who have used one or more emergency shelters in Greater Victoria at least one time over the preceding year. In 2012/2013, all of the emergency shelters surveyed (5) were located within the City of Victoria. The indicator does not show how many times people stayed in the shelters over the year, nor how long they stayed. The numbers are measured from April to March of the next year.

#### WHY IS THIS INDICATOR IMPORTANT?

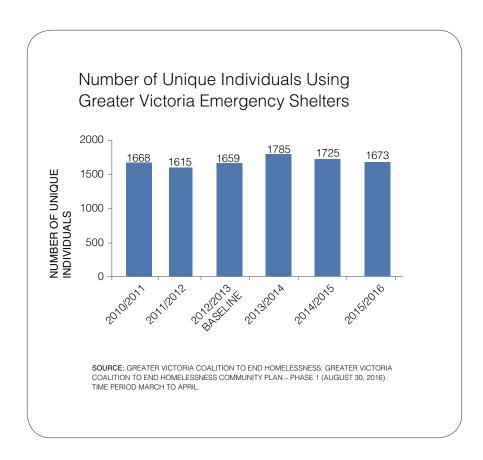
One of the core principles of the OCP is that housing is a basic human need: all people deserve access to housing that is safe, stable and affordable, and supports personal health. Homelessness results from a complex set of circumstances such as the high cost of housing, unstable or inadequate income, and other factors such as illness or violence. Emergency shelter use presents only one dimension of homelessness, which includes a combination of people who are living on the street, living in a shelter, and those who live in insecure or inadequate housing. The OCP recommends that the City work with other community partners to enable stable housing for all people and to increase the supply of affordable crisis, transitional, supported and non-market rental housing so that people who are homeless have more options for stable housing.

#### TARGET/DESIRED TREND:

No target

#### HOW ARE WE DOING?

The number of unique individuals using an emergency shelter decreased slightly again between 2014/2015 and 2015/2016. The figures have remained relatively stable since 2010 and fluctuations are likely due to the availability shelter beds, among other factors.



## **15** Retail, Office and Industrial Vacancies

#### WHAT IS BEING MEASURED?

This indicator measures the vacancy rate for industrial, retail shopping centres<sup>1</sup>, and downtown office properties. It also measures the vacancy rate for downtown streetfront retail properties.

#### WHY IS THIS INDICATOR IMPORTANT?

The availability of office, retail and industrial space is important for fostering a dynamic and competitive economy. The office, retail and industrial vacancy rate is a measure of Victoria's market strength and economic performance, showing the current balance between demand and supply. The OCP encourages Victoria to attract a reasonable share of regional growth in employment and new commercial and industrial development, to enhance the city's retail sector, and to increase the supply of downtown office space.

#### TARGET/DESIRED TREND:

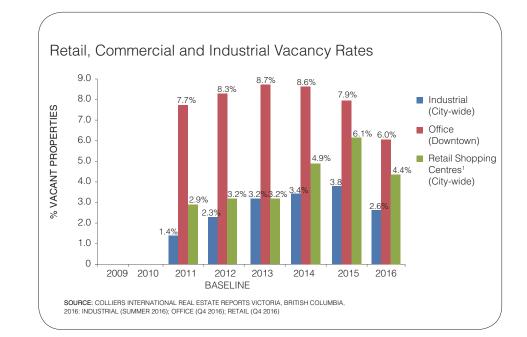
No target

#### HOW ARE WE DOING?

The city-wide industrial vacancy rate decreased to 2.6% in 2016, which is just below the 2011-2016 average of 2.8%. The office vacancy rate for Downtown Victoria also decreased in 2016 to 6.0%, significantly lower than the 2011-2016 average of 7.9%. City-wide shopping centre vacancy rates followed the same pattern as the rest of Greater Victoria and decreased from 6.1% in 2015 to 4.4% in 2016, still above the average for the last six years (4.1%).

The Downtown streetfront vacancy continued to decrease, from 8.5% in 2015 to 5.5% in 2016. This is considered by Colliers International as a positive development, with increasing numbers of tourists, residents and employees in the Downtown all benefitting the retail sector. The average Downtown streetfront vacancy rate since 2009 is 6.8%.

<sup>1</sup>Retail Shopping Centres: a group of retail and commercial establishments that is planned, developed, owned and managed as a single property (International Council of Shopping Centres, 2010)





# **OCP** Amendments

#### WHAT IS BEING MEASURED?

This indicator measures the number of amendments to the OCP approved by Council. The amendments are categorized by the type of amendment.

#### WHY IS THIS INDICATOR IMPORTANT?

The OCP provides direction on how Victoria should grow and change over the next 30 years. While all City policy, projects, and spending should be broadly consistent with the OCP, the OCP is intended to be flexible and adaptable. The number of OCP amendments indicate when Council has approved a change to the OCP policy or land use framework.

#### TARGET/DESIRED TREND:

No target

#### HOW ARE WE DOING?

Four land use amendments to the OCP were approved by Council in 2016. Two were related to rezoning applications, and the other two were related to streamlining development permit processes for minor works and to support he Growing in the City initiative.

Official Community Plan Amendments – Administrative				
Bylaw Number and Location	Date	Purpose of Amendment		
n/a	n/a	n/a		

Official Co	Official Community Plan Amendments – Land Use				
Bylaw Number and Location	Date	Purpose of Amendment			
#16-030	March 10, 2016	Change the Urban Place Designation for 1146 Caledonia Avenue from Traditional Residential to Urban Residential			
#16-027	March 24, 2016	To exempt small scale buildings and structures (no greater than 9.2m <sup>2</sup> ) from requiring a development permit within specific development permit areas as well as to exempt changes to landscaping where the landscaping is not identified within a development permit for the property within specific development permit areas.			
#16-053	June 23, 2016	Change the Urban Place Designation for 605-629 Speed Avenue and 606-618 Frances Avenue from Urban Residential and General Employmen respectively, to Town Centre, and to include those lands in Development Permit Area 4: Town Centres			
#16-063	September 8, 2016	To clarify that altering land for urban agriculture is exempt from a development permit unless certai criteria are met			

# Contributions from Development

#### WHAT IS BEING MEASURED?

This indicator will report the total value of community benefits contributed through new development.

#### WHY IS THIS INDICATOR IMPORTANT?

Physical features such as greenways, pedestrian improvements, and public spaces contribute to the livability of a community. New development can play an important role in funding these and other features to serve new residents and employees, and in off-setting some of the impacts of growth.

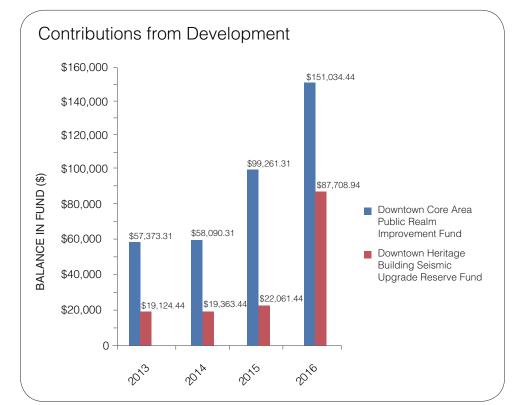
#### TARGET/DESIRED TREND:

No target

#### HOW ARE WE DOING?

The scope of this indicator is under development to track contributions from development City-wide. As an interim indicator, contributions to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Building Seismic Upgrade Reserve Fund are presented.

As of end of year 2016, there is a total of \$151,034.44 in the Downtown Core Area Public Realm Improvement Fund, and \$87,708.94 in the Downtown Heritage Building Seismic Upgrade Reserve Fund. These figures are made up of contributions from projects and interest allocations less funding allocations.



# Appendix A: Proposed Five-Year OCP Indicators

The OCP monitoring program includes both annual and five-year indicators. The table below lists the proposed five-year indicators. These were identified in close collaboration with other City departments and consider ongoing City monitoring initiatives and other municipal, planning and sustainability monitoring systems. It is proposed that the indicators be monitored approximately every five years, as resources permit. The list of indicators will be reviewed regularly to consider changes in data availability, data quality, and the availability of City resources.

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Land Management and Development (10)	1. Population growth
	2. Share of population growth in target areas
	3. New housing units
	4. Share of new housing units located in target areas
	5. Net new housing units by tenure
	6. Net new housing units by structural type
	7. Remaining residential capacity
	8. Regional share of new housing units
	9. New commercial and industrial space in target areas
	10. Share of housing units within walking distance of Town Centres and Urban Villages
Transportation and Mobility (11)	11. Percentage of all trips by mode
	12. Percentage of journey to work trips by mode
	13. Length of greenways network
	14. Length of sidewalk network
	15. Length of cycling network
	16. Kilometres driven per capita
	17. Share of housing within walking distance of a frequent or rapid transit stop
	18. Transit service hours
	19. Response time for emergency services
	20. New car share parking spaces
	21. New bicycle parking spaces in private development

### Appendix A: Proposed Five-Year OCP Indicators

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Placemaking (6)	22. Number of new and improved street furnishings
	23. Number of street trees
	24. Activities in public spaces
	25. Level of pedestrian activity
	26. Number of heritage properties
	27. Number of artworks in public spaces
Parks and Recreation (6)	28. Percentage of land that is park and public open space
	29. Share of housing within walking distance of park or open space
	30. New and upgraded parks
	31. Percentage tree canopy cover
	32. Indoor recreation space per capita
	33. Participation in recreational programs
Environment (4)	34. Percentage of park land base that is natural area or ecological habitat
	35. Abundance and diversity of bird species
	36. Water quality
	37. Air quality
Infrastructure (4)	38. Length of upgraded storm, water and sewer mains
	39. Consumption of potable water
	40. Solid waste collected
	41. Percentage impervious surface cover
Climate Change and Energy (2)	42. Greenhouse gas emissions
	43. Energy consumption

### Appendix A: Proposed Five-Year OCP Indicators

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Housing and Homelessness (9)	44. Average purchase price for residential unit
	45. New rental housing units
	46. Rental vacancy rate
	47. Households spending more than 30% of income on housing
	48. Required income to purchase a first home
	49. New strata units with no restrictions on rental
	50. New affordable and accessible units secured by housing agreement
	51. Size of new housing units
	52. Emergency shelter use
Economy (8)	53. Net jobs
	54. Employment growth in target areas
	55. Share of total regional jobs by sector
	56. Remaining capacity for employment lands
	57. Value of business assessment growth
	58. Percentage of population living in poverty
	59. Annual unemployment rate
	60. Percentage of businesses who believe Victoria is good for business



OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Community Well-Being (10)	61. Age of population
	62. Household income
	63. Household size
	64. Enrolment numbers at Victoria public schools
	65. Participation in neighbourhood events
	66. Number of block party permits
	67. Attendance at civic meetings
	68. Municipal voter participation rate
	69. Crime rate
	70. Feeling of safety
Arts and Culture (4)	71. Number of arts and cultural venues
	72. Local visits to an arts or cultural facility
	73. Library use
	74. Events at Centennial Square
Food Systems (3)	75. Allotment garden plots per capita
	76. Commercial urban agriculture business licences
	77. Share of housing within walking distance of a food store
Emergency Management (3)	78. Percentage of civic buildings that meet seismic standards
	79. Number of heritage buildings with seismic upgrades
	80. Percentage of population prepared for an emergency



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